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JULY 15, 1960
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CANADIAN



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50 CENTS

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Unemployment and the Manpower Study

In our last editorial, we suggested that a first step towards coping with the current unemployment problem would be to get a complete and accurate picture of the characteristics of people out of work. The terms of reference of the Senate manpower committee, now formally set up and provided with research staff, go beyond our proposal; the establishment of this committee and the resources made available to it warrant the expectation that a thorough investigation of the whole situation will be made.

It is to be hoped that the committee, in addition to finding out who the unemployed are and "the trends in manpower requirements" in Canada, will study the Unemployment Insurance Act. The Unemployment Insurance fund is so depleted as to cause concern; it is depleted mainly because of extended seasonal benefits to meet needs caused by abnormal conditions. This suggests the need for a re-examination of the terms of the Act: for example, the duration of benefits might perhaps be adjusted to the index of unemployment rather than to a rigid formula as is now the case.

Complaints about "free-loading" on the fund may indicate the need for stricter administration of the Act. There are also complaints that some married women, old people, and sick people are drawing unemployment benefits though they are not, in fact, available for work. This raises the question whether other provisions should not somehow be made for, say, maternity benefits, separation pay and income maintenance during sickness.

Then there is the problem of training or re-training unemployed persons for whom no suitable work is available and who can benefit from such service. Under federal-provincial vocational training agreements and National Employment Service referrals, training was provided in 1959-60 for 6,069 persons drawing unemployment insurance benefits. This is merely a drop in the bucket. Clearly more training facilities are required, having in mind the urgent need there is to upgrade the labour force in face of technological development in modern industry. Surely it would be cheaper to provide people, capable of learning, with a maintenance income during a period of training than to keep them on extended unemployment benefits or public assistance without improving their ability to get and keep jobs.

There is also the problem of the growing number of young people who are dropping out of school at an early age with very inadequate employment skills.

Finally, there are complaints, such as those voiced recently in *The Financial Post*, that the National Employment Service fails to fulfil its purpose of helping the unemployed to find work because it is not adequately financed and does not have enough staff skilled in the art of matching people to jobs. NES has done a good deal in the past few months to upgrade its staff and forty new placement officers have recently been added to the establishment. But only good could come from a further strengthening of the service.

The Senate manpower committee has indeed a formidable task before it. The work will be watched with eager interest and high hopes.

From the Editor's Desk

New definition of a professional: a person who thinks about his work while spreading fertilizer on the lawn or cleaning the cellar. The flaw in this, however, is that the state of mind can't be taught, and they tell us the mark of a profession is that its distinctive characteristics must be transmissible. I haven't yet heard of a professional school that lectured about keeping your mind on your work even when you're not working.

• • •

"Six new exciting colours in soap!" says a full-page ad. The Canadian Fish Cook Book is "full of exciting recipes". Everything is exciting: your new car, your table-setting, your stockings, your golf clubs, the paint on your bedroom walls—according to the popular blurbs. Ah, well, it's all very cheery, and most of us get our excitement where we like, regardless.

• • •

Summer reading: what about *The Secret Garden*, which you must have loved as a child? It's one of the best social welfare books I know, now that I've re-read it, twice, as an adult. And what about C. P. Snow's *The Two Cultures and the Scientific Revolution*, convincing on first quick reading and full of flaws on second, more thought-

ful, reading? It's fun to challenge the whole argument and try to fill in the gaps, which, to do him credit, Snow suggests himself when he says "two" cultures are too few. You might like, too, to try Richard Hoggart's *The Uses of Literacy* (a Penguin book) to see whether you find it as delightful as I did, and stimulating as well. Don't be put off by the title, which hints at only part of the story Hoggart tells. • • •

Off for the holidays in a Volkswagen—what a temptation, aided and abetted by displays of gimmicks for picnicking and camping, to take along everything, including the kitchen sink! The choices are enormous and the decisions nerve-racking. Picnic plates? Yes. Camp stove? No. A rug to sit on? Yes. Folding chairs? No. Books? Yes, but what? Plastic bags for bread? Yes. Container for ice? No. Tent and sleeping bags? Certainly not. And so on and on. You could carry your house on your back these days, like the snail, whose arrangements once, to a child seemed so cosy. Let's hope all wheeled traffic doesn't slow down to a snail's pace now that we can all, if we want to, live on the road. Anyhow, *you* have a good holiday too!

M.M.K.

School holidays are fun also. But we must do all we can to see that the youngsters go *back* to school. Far too many of them are dropping out at an early age, thus courting a life of precarious employment through lack of skills.

Standards in Public Assistance

By C. Norman Knight

When I came to put my ideas about this assignment on paper, I found myself thinking about the meaning of the word "standard". Hauling out my Oxford International Unabridged (obtained at low cost as a supermarket premium) I found a column and a half of fine print on the subject. I thought the best definition for our purpose was "a definite level of excellence . . . or a definite degree of any quality viewed as a prescribed object of endeavour, or as the measure of what is adequate for some purpose". Hence a standard can be both an ideal and a measure. It can be a goal towards which we are striving, and a means of telling us how far we are from the goal.

In a complex field like public assistance you cannot have a single simple standard. There will be several, each applying to a different segment of the field. This imposes a choice about what must be done first. It is rarely possible to move forward evenly on several fronts at once. It is usually necessary to choose a particular area, advance and consolidate, and then move in another sector.

The choice of priorities at a given time and place will depend on the factors in that particular situation. Time, staff, money, legislation and public opinion are all practical factors which must be assessed in deciding where to advance in public assistance. Moreover, our standards will change

with experience. We may achieve some, and find that they point the way to further improvements. We may find that others are impracticable or impossible, and have to modify them accordingly.

Using legislation

It is obvious that good administration rests upon sound legislation, which should be clear in intent, and also as to the amount and kind of administrative discretion it allows. Since the needs of individuals and families vary so widely, some administrative discretion is necessary in public assistance. At the same time there must be such safeguards against discrimination on personal grounds as publication of the rates and eligibility conditions in the assistance legislation.

The Department of Veterans Affairs, for instance, provides all applicants for War Veterans Allowances with a booklet describing in some detail the rates and conditions of eligibility. When the District Authority, which adjudicates the original application, rejects a case, it is required to notify the applicant in writing of the reasons for rejection and advise him of his right of appeal, within 30 days, to the War Veterans Allowance Board in Ottawa.

Encouraging Independence

Effective public assistance administration must be grounded in a philoso-

Mr. Knight is chief of the general services division in the veterans welfare services branch of D.V.A. He is also actively interested in public welfare generally, and serves on the national executive committee of the Canadian Welfare Council's Public Welfare Division.

phy and a purpose. The philosophy must include a belief in the dignity and integrity of the individual, and the conviction that the welfare of society as a whole is inseparable from the welfare of its parts. The purpose is to provide assistance to people in a way that nurtures and strengthens whatever capacity they and their families have for self-dependence.

The receipt of assistance need not be, although it sometimes is, a humiliating and degrading experience. But help can certainly be given in a way that supports and encourages the recipient, emotionally as well as materially.

An applicant should be compelled only to satisfy *the clearly stated requirements of law and administrative regulation*. There should be no discrimination because of race, creed, residence, political affiliation, personal characteristics or "worthiness".

Consistent with the purpose stated above, assistance should be given in cash, unless it is evident that administration by the agency is necessary to protect the recipient and his family and to ensure that public funds are used for their designated purpose. The need for assistance is not in itself evidence of incapacity to manage one's own affairs. Administration should be undertaken only when there is objective evidence of incompetence, and not at the whim of some power-hungry official.

Administration, when necessary, should be carried out with a view to its termination as soon as possible. In some instances, as with the senile aged, this is clearly not feasible. Or where the recipient has been demoralized by pressures, internal or external, his first step back to complete independence can be the regaining of his right to spend his own income.

Consistent with preserving the dignity and integrity of the individual is

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the administrative principle that information about the circumstances of anyone receiving or applying for assistance should be treated as confidential. Such information should be transmitted to others only when it is in the interests of the applicant or recipient, or when it is necessary, under clearly defined conditions, in the public interest. A man should not have to submit, as the price of receiving assistance, to having his intimate affairs bandied about in a local council meeting.

Settling the amount

The amount and kind of assistance that should be given is a contentious matter. Agreement that a public assistance scheme should provide the essentials of living at a level of minimum adequacy may settle a problem of principle, but it raises at least two practical questions: what are "the essentials of living", and what is a "level of minimum adequacy"?

It is generally agreed that the essentials of living include food, shelter, clothing and certain personal and household requirements. But, although provision is rarely made for it, payment for such items as transportation, mortgage and insurance payments might be justified in certain cases.

Food

There is no agreement as to a minimum level of adequacy for the various components of an assistance budget, except with regard to food. Nutritionists have developed low-cost food budgets which contain the essential ingredients of a balanced diet. The cash value of such a budget will, of course, vary in accordance with local prices.

A food budget should take into account the particular requirements of individual members of the family. A normally active adolescent boy needs not only more but different kinds of food than his grandmother. Expectant and nursing mothers have special needs. Extra allowances should be made for therapeutic diets prescribed by doctors in cases of diabetes, gastric ulcer, tuberculosis, and so on.

Shelter

Shelter is a basic requirement for any family, and when assistance allowances are inadequate other necessities must be sacrificed to provide shelter. Research has demonstrated the close connection between inadequate housing, family disorganization, preventable illness, delinquency and crime.

Shelter allowances in assistance budgets should therefore be sufficient to provide housing which is conducive to healthful living, reasonable comfort and the maintenance of family morale. Only a miracle can enable a decent family spirit to survive in crowded,

leaky, verminous, rundown living quarters. Shelter allowances should include adequate provision for light, power, water and fuel. The last item is especially important in Canada's severe winters.

Clothing

Clothing requirements vary widely with the age and health of the individual concerned. An elderly housebound adult needs only enough clothing for indoor wear; a school child must have clothing adequate for outdoor weather all the year round.

Proper clothing is not just a matter of protecting the body against the elements. If public assistance is to achieve its purpose of preserving the recipient's dignity and self respect, clothing must meet certain requirements of quality and style. It should not distinguish the recipient from the rest of the community. This is especially important for teen age girls, who, as every parent knows, suffer acutely if they can't have clothing "just like everybody else is wearing".

Adequate clothing budgets must also include provision for maintenance and repair. For example, certain garments require regular dry cleaning, and normal children literally go through shoes at terrifying speed.

Household and personal

Household essentials include items like laundry and cleaning supplies, dishes, and kitchen utensils. These are all necessary, and if no provision is made for them, the recipient must perforce take these requirements from amounts allowed for food, clothing and shelter.

Equally necessary are certain personal requirements such as tooth brushes and toothpaste, toilet soap, toilet paper, shaving equipment for men, and sanitary supplies for women. (I would expect women to favor pro-

vision for an occasional lipstick and home permanent as well.)

Special needs

Any system of public assistance should be flexible enough, consistent with its basic purposes, to allow for special needs and situations. For instance, a child living some distance from school may have to pay for transportation. School books and other supplies may not be provided by the school system.

It may be more economical, as well as less disturbing emotionally, for an elderly patient to be taken by taxi to an outpatient hospital clinic than to admit her for treatment.

A telephone may be a necessity in cases of acute or prolonged illness; it may also be a worthwhile investment in the mental health of a housebound widow. By enabling her to keep in touch with family and friends, it may obviate the necessity of more expensive institutional care.

When a man, with a growing family and in the process of purchasing his home, suffers a prolonged illness but has good prospects of eventual return to work, making mortgage payments to preserve his equity may hasten his recovery.

Similarly, paying the insurance premium for a family head hospitalized for tuberculosis may preserve irreplaceable protection for his dependants, since his policy, if allowed to lapse, might be non-renewable, or renewable only at prohibitive cost.

Not cash alone

Adequate cash allowances are but one major aspect of a sound public assistance program. Equally important are related services either provided directly by the public authorities or available in the community.

Prominent among these are medical and hospital services. With the de-

velopment of federal-provincial hospital plans, public assistance recipients are becoming assured of hospital care; medical care outside hospitals for this group is less adequate but is improving. Provision in public assistance should also be made for necessary dental and optical care, as well as appliances like hearing aids.

Adequate medical and related services are often the foundation of a rehabilitation program which restores a recipient of assistance to useful activity. It can be just as important to return a woman and mother to her job as homemaker as it is to return a man to the production line.

Other essential services are occupational training, retraining and placement facilities for the mentally and physically handicapped, and institutional, nursing, boarding and foster home care as required. Low rental public housing schemes, with federal and provincial subsidy, can be very useful.

Counselling services of various kinds, which offer help with personal and family problems, are also essential. The extent to which these are provided directly by the public assistance administration, by other government bodies, and by private agencies depends to a large extent on the local situation.

Carrying out programs

The foregoing has obvious implications for the staffing of a public assistance program. Sound legislation, clear policy, and high standards can become effective means of helping people only if they are implemented by competent staff.

This requires that each staff member have a thorough knowledge of relevant legislation, administrative policy and procedures, and his own role in the total process. Equally im-

portant is an honest respect for people, a capacity to win their confidence and to stimulate their capacities to help themselves. Also required is a thorough knowledge of community health and welfare resources, and of how and when to make referrals.

The question of whether public assistance agencies should be staffed entirely by formally trained social workers is purely academic, since the gap between demand for and supply of professionally qualified staff continues to widen. Irrespective of the individual's training and experience, however, a staff development program is needed to enable him to learn and grow on the job, and use his capacities to the full.

Staff development

Methods of staff development include orientation, supervision and staff meetings (and I commend to you a series of four pamphlets on staff development issued by the Canadian Welfare Council).

Other means are formal in-service training programs, provision of study material, such as books, pamphlets, magazines, audio-visual aids, staff manuals and agency bulletins.

Opportunities should be provided for formal educational leave, to obtain or improve professional qualifications or to observe the work of other agencies. Another important method of staff development is attendance at conferences, workshops and institutes.

Staff members should be encouraged to participate in the work of appropriate local, regional and national organizations designed to develop and coordinate welfare services.

Closing

I am indebted for much of this to the Committee on Standards in Public Assistance of the Public Welfare Division of the Canadian Welfare

Council, which has been working for some time on the preparation of a statement of this kind.* It should be emphasized, however, that any views expressed in this paper are entirely personal.

A story of the 1954 International Conference on Social Work, held in Toronto may provide an appropriate finale. I attended an institute on public welfare legislation, at which a representative of an Asian member of the Commonwealth outlined the comprehensive welfare plans of his country. A delegate from a western nation, known as a stronghold of free enterprise, asked, "Aren't you afraid of becoming a welfare state?". "Afraid?", replied the Asian, in the flawless English of an Oxford graduate, "We are a welfare state. It is written into the constitution of my country that the government's primary responsibility is the welfare of our people."

*Standards in Public Assistance Administration. Canadian Welfare Council, Ottawa, 1960. 8 pp. Price 10 cents.

An instance

quoted from a paper given a couple of years ago at a meeting of the Casework Section, Montreal Council of Social Agencies by Alice Taylor Davis.

I had occasion a few years ago to review some Aid to Dependent Children cases in one prairie state, to find out what local directors considered a successful outcome and to "spot" others about which they felt discouraged and wanted help.

One illustrates well how different philosophies and policies of welfare administration affect human lives: "A widow was left with several small children at her husband's accidental

death. He was killed on a local farm. Being a farm laborer, he had never had enough to save for this bitter rainy day. There was no Workmen's Compensation for this man for there was no legal requirement covering a farmer with a single employee. The farmer, who had many demands on his income, did not voluntarily take out insurance. It was just before the Social Security program was instituted.

"The local commissioners provided for the family as best they knew, in traditional manner, from the meagre local tax funds available. Shelter given was a small house on the old county poor farm. Meagre grocery orders provided minimum food. Clothes were issued from cast-offs in the clothing room or by order at one store. There was no opportunity to shop around for bargains.

"Far more humiliating than the misfit clothes and the lack of milk was the shame the children suffered in being taunted at school as the 'poor-farm children'. This and the emotional loss of a parent were reflected in the eldest boy's school work which had been good before his father's death.

"Then along came ADC in which the federal and state government participated in payments and in standards of administration, instituting among the latter the important concept of the unrestricted money payment. This means that the eligible individual in need receives a check (cash), is free to spend his money as he thinks best for his family, and to live in the community like anyone

who received his income from other sources."

No one really knew up to now whether this woman could manage or not. Since she was poor, the provision of shelter and clothing had been on the basis of an out-worn poor relief philosophy that "the poor" are inadequate and so are to blame for their misfortune, that someone in authority knows what is best for them and their families, and if adequate cash is given it might be spent in riotous living.

What did this woman do? First, she took some of the cash and rented a place in another town in the state, near relatives so that her children no longer suffered humiliation daily and had a "father person" in the uncle, an adult model, more acceptable and natural than the local overseer of the poor.

Second, she bought material and made clothes, so that in the new school her children were not set apart and their dependency on local tax funds advertised by a listing in the weekly paper.

With the balance they ate. She was free to shop about and find food items at the best bargain price and, as far as possible, something they liked—not an order someone had prepared as an expression of "less eligibility".

Her son was given recognition for his scholarship, which further uplifted the mother's spirit and stimulated the son's initiative. I leave to your decision which is the more economical, humane and constructive method of administration of financial assistance, and which is worthy of a wealthy democratic country.

Henrietta Gordon, editor of *Child Welfare* for twenty years, died this spring. She was well known to Canadians either in person or in reputation, through the books, pamphlets and articles published under her direction by the Child Welfare League of America. Her own book *Casework Services for Children*, published by Houghton Mifflin in 1956, is dedicated to her husband and her son.

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The social work department of the hospital has an establishment of 12 of whom one is the Department Head, two are casework supervisors and three or four are usually untrained staff members receiving orientation before going on for graduate training with financial assistance from the province. The remainder are caseworkers with particular responsibility for working with the family and other environmental influences. Detailed information on duties is available on request. The department has been reorganized recently to the structure defined above.

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In a B. C. Forestry Camp

by an inmate

Approximately eighty miles from the City of Vancouver, almost hidden between snow-capped peaks, is a small camp situated in the Chilliwack Valley. Those who may, through hunting or fishing, stumble upon it would in all probability assume it to be a logging or a construction camp. It is to some extent both of these.

On the valley floor in rustic rhythm, are several comfortable cabins and a large mess hut, made from the wood of trees that stretch from the valley floor to the mountain tops.

The sound of swift flowing creeks and turbulent river lend their music to the symphony of nature at its breath-taking best. Changing colours at sunrise and sunset almost lead one to believe that even their Maker is unable to satisfy Himself in the use of a thousand colours.

Far to the east, against a background of blue, is the peak that claimed the lives of sixty-two persons, in Canada's worst air disaster, ever a grim reminder that even death lurks in this land of beauty.

Sunrise lends its light to a scene of activity as the camp comes to life amid early morning mist, and off in the distance on the morning air comes the dog-like bark of foraging crows.

Not the usual kind of camp

There is nothing to distinguish the men who emerge from the bunkhouses from those you may have known in a dozen logging camps throughout British Columbia and eastern Canada;

they work, they sing, they laugh and sorrow, but in this camp they pay the price to a society they have wronged.

There are no iron bars, no guns to press authority, for each man is his own warden and is dutybound to himself. Freedom is but a few short miles away yet there is no talk of escape. One cannot but wonder, and question why. The question can be asked a million times without receiving a satisfactory answer.

Only those who are here can answer such a question and really know the answer to the big why. This reform, or correctional experiment, is still young, but no longer is it just a theory; here we see and feel the results of faith, and hope, and trust.

Camp routine

Like any type of operation this must have a certain amount of regimentation, and progress is served through this necessity. But minimum security has made the men here think for themselves, and act as they would without the use of pressure. There is no backward glance over the shoulder.

Camp routine is good; life in general leaves little to be desired under these conditions. Private duties at an end, the scene changes quickly to the mess-hall, and amid the usual joviality a hearty breakfast disappears. The food served is mute evidence that even the camp cook shows personal pride in his efforts.

Eight o'clock, and roll-call brings the entire camp out to be allocated to

duties, and some men—those with a distance to go—are soon aboard trucks, armed with axes, power-saws, cross-cuts.

Those who remain in camp cut and stack wood for the fires which are kept burning all through the day and the cool nights. A steady hammering draws the attention to a new bunk-house fast nearing completion at the edge of the clearing, evidence again that willing hands are at work.

Activity is at a peak in the kitchen, and the smell of meat cooking and the fragrance of fresh pies is met with great expectations by those within sniffing distance.

Far in the distance can be heard the thud of axes and the almost continual buzzing of the power-saws, as they hack their way through a wilderness that nature has claimed for centuries. Men work with a will and their honest enthusiasm is something to see.

Soon the sound of 'Babe', the camp dog, barking her greeting to the returning men—and the rush for the evening meal is on. Appetites, whetted by hard work and fresh air, are at a peak; aches and pains are soon forgotten with the abundance of food at hand.

When evening comes

When supper is over there are many things to keep the men occupied. Cards, radio, reading, fishing (in season), are among a few of the pastimes. Relaxed, the long evening theirs to do with as they please, the men display many moods.

I have always been fascinated by the expressions I have observed on the faces of the older ones. These same people, on the street, would pose something of a problem if one were to try to analyse them. Perhaps it is the setting, or perhaps it is because

we share so many of the same things, that we understand and sympathize with them.

They are the youth of years ago, the unsuccessful who, perhaps through family troubles, financial loss, or lack of initiative to cope with a world that grew too fast for them, have given up the big struggle.

Maybe they had a feeling of inferiority to their fellow men, and so sought forgetfulness in the fantasies of alcohol and the false god of greed and theft, to bolster a sagging spirit. They all seem to reflect upon the visions of mischievous years and childhood dreams that never came true.

It is always interesting to listen to the older set take us back and tell us about their better days, and of the efforts they had been capable of but failed to make.

To my mind their contentment here is due to a number of reasons. The most important thing, I think, is that we are all equal in camp, and the opportunity to speak freely without needing to prove a point makes the men a happy lot.

There could be pages written about the younger set, but an immature mind, and a restless one, is very hard for the wisest of us to analyse. There are many things taught the younger men, such as what can be accomplished through cooperation, the rewards received for honest endeavours, personal pride bolstered through efforts recognized.

Sunday brings rest, a Church parade, something extra on the table, and a small flexibility of the out-of-bounds area. Many fish for salmon in the fast-flowing waters, and some, weather permitting, swim; still others prefer to toss horseshoes or hike throughout the camp area.

No one can hope to harvest a whole orchard of apples and expect to escape packing a bruised one. Occasion arises here when disciplinary action must be taken to maintain the good of the whole. I am happy to state that action of this nature is almost negligible, because all realize that they harm no one but themselves by wrong behaviour.

The correctional officers, who maintain a standard pattern for all, have been picked partly for their understanding of human failings, and are ever willing to help and instruct those who desire help and instruction.

There is a routine here, but there is also variety. I for one, and there are others like me, feel that each day brings a new challenge, and a new sight of things we missed the day before. New faces appear each week as

new men arrive to take over the duties of men who have left for the outside world. Those who leave are wished the best, and I think nearly all of them leave better men than when they came.

As long as there is air to breathe, and man walks upon the earth, there will be people like us who need direction and time to repent our sins, and I sincerely hope that the repenting may be done under the conditions I describe.

I think it has been proved here that more can be accomplished by permitting a man to retain his pride than by making him constantly aware of his shortcomings, because under these conditions he will realize them himself, with the guidance of those in authority.

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Change and Challenge

Halifax, June 6 to 10, 1960

by Elizabeth Govan

Why do people go to the Canadian Conference on Social Work? I went to Halifax because I get homesick for the sea. I went to meet old friends and make new ones. I went to catch a spark of stimulation from the rubbing together of minds, from the exchange of experiences, from the ferment of ideas.

I left the breathless rush of my littered desk, to get the second wind necessary to fan that spark into life, to learn what other people, coming from their littered desks or from their citizens' interests, thought consequential at the time. And, going, I recognized that I must not expect to receive unless I also gave.

And let's not be too idealistic: I went hoping to have a good time. I do not think my motives were different from those of the rest of the five hundred-odd who attended.

What did I find?

The Conference was planned on a note rather different from that of other years. The committee had decided that a conference theme really should *be* the theme and that members wanted the opportunity for more participation. Courageous in its innovations, it opened the meeting with two papers on the theme, "Change and Challenge", given by Dr. Joseph Laycock of Ottawa, and the Reverend Shaun Govenlock of Montreal. Discussion groups for the next three mornings thrashed out the meaning of the theme, some choosing relatively abstract approaches, others testing ideas for practical action.

On the final day, the group leaders, under the chairmanship of Cuthbert Gifford of Montreal, raked together the pile of fuel to enable the spark of stimulation to become a fire, a fire of social action.

Fifteen workshops met on subjects ranging from the use of volunteers to the treatment of the emotionally disturbed child. The second evening meeting was addressed by C. E. Hendry, Toronto, on the challenge in the international field. Fuel and spark were brought together in the address at the final banquet by Dr. Ira Reid, sociologist, from Haverford College, Pennsylvania.

No volume of proceedings will convey the flavour of the Conference itself. The atmosphere was friendly, relaxed and yet stimulating. Maritime hospitality was showered upon us: a harbour cruise by courtesy of the Royal Canadian Navy; lunch beside the sea as the guests of the Mainland and Cape Breton branches of the Canadian Association of Social Workers; a reception and free transportation when needed by the City of Halifax; and — glory be! — a lobster dinner provided by the Province of Nova Scotia. Individual Nova Scotians, moreover, all seemed to regard themselves as hosts.

This was the framework within which we worked. Seasoned conference-goers were sceptical of the change in pattern. The discussion groups were expected to plan their own agendas, wasted precious time in seeking a focus, and at first resented

the demands made upon them. But they had wanted to participate and, after the first cold plunge, did it and enjoyed themselves. Attendance was well maintained; interest heightened and gained momentum. The summary meeting, so often shunned, was packed to the doors, and hailed as the best session of all. The spark had been kindled and was bursting into flame.

In discussion groups people stimulate and learn from each other. People want to broaden their horizons, learn from those with wider or different experience from their own.

The workshops sought to provide this opportunity. They succeeded to varying degrees. Most of the subjects were selected from the interests of professional workers, and were discussed in that vein. Both the program planners and the leaders failed to take into account that about three-fifths of the participants came from the Atlantic provinces; that the majority were not professional social workers; that most of them, working in small agencies and small communities, were eager for practical help with their daily problems. Many of the hungry went away unfilled. Although this is a national conference we must realize that the majority will come from the immediate area where the particular meeting is held.

The speakers at the general sessions also seemed to think they were addressing a conference of social workers. One of the few lay persons present expressed her amazement that social workers were prepared to exchange ideas with volunteers. One workshop concentrated upon the role of the professional association, ignor-

ing the interests of the majority of its members.

I became curious and consulted the constitution. It speaks of "persons . . . interested in social services". One committee interpreted this as meaning social workers and social agencies. Community organization has moved from the title, "council of social agencies" to "welfare council or community council". Should the Conference not do likewise? The "challenge" is not one that social workers can meet by themselves.

Did I find what I was looking for? Yes, in the relaxed tempo and kindly hospitality; yes, in the purposeful, friendly friction of mind on mind, intent on creating the spark; yes, in the comradeship of fellow travellers, responding to the challenge of social change.

No, in a minor key: too much discussion, not enough papers on specific topics, No, on a slightly higher key: a lost opportunity to exchange ideas with people other than social workers. (Between you and me, social workers take themselves so seriously, are so busy analyzing themselves, so unsure about facing broad social issues.)

Dr. Reid accused social workers of clinging to outmoded tools to serve a world torn by social revolution. The Conference is one of our tools: the program and planning committees sought ways of bringing it up to date. Their hard work was evident throughout the Conference, and we thank them for it. They succeeded in part in their objectives, succeeded rather remarkably.

We shall see the results of *their* "impressions" in Winnipeg in 1962. See you there!

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Work With Hard-To-Reach Youth

by John C. Spencer

As a newcomer to Canada, I must explain that my remarks are based on experience gained in England during the past twelve years. The interpretation of their value for Canada I leave to my audience.

This experience arose from a common concern felt by some of us during the post-war years that there is an important section of the child and adolescent population left untouched by the normal provisions of the Youth Service.

Clearly the primary justification for recreational work with children and adolescents is not as a prophylactic against delinquency or a therapeutic agency for the maladjusted. Nevertheless, there is no denying that the ordinary recreational services fail to attract—or at least to hold—the interest of a large section of the adolescent population aged between fifteen and twenty.

The label generally used to cover this population uncommitted to mem-

bership of the normal organizations, uniformed or otherwise, religious or secular, is “the unattached”. But of course, not all the “unattached” have need of a youth organization.

The phrase “hard-to-reach” is American in origin and refers to that minority of the “unattached” who are unable to conform to the ordinary standards of society, who resist attempts at helping them, and who require unique and imaginative approaches for successful work.

The Albermarle Committee, set up to study the whole field of youth work in England and Wales*, attempted to differentiate between the healthy, the self-confident and the well-balanced, and the “hard-to-reach” in the following words:

*The Youth Service in England and Wales. Report of the Committee appointed by the Minister of Education in November 1958. London: H.M.S.O. Cmd. 929. Obtainable from United Kingdom Information Service, 119 Adelaide Street West, Toronto, 1960 6s. (\$1.16 post paid).

Dr. Spencer came to Canada from England about a year ago to join the faculty of the School of Social Work in the University of Toronto. This is the first of several articles we hope quite soon to publish about how social work is tackling the problem of young people (and their families) who are constantly in trouble and are not likely to come to a social agency for help. A Canadian example of activity on behalf of such people is a recent action of the new Ottawa Youth Services Bureau. It has employed Joe Poirier, a member of the Ottawa Rough Riders, who is now in his second year of social work training, to spend three months finding out who and where “hard-to-reach” youths are in Ottawa, with a view to planning work with them. The Bureau, by the way, says these youths are not hard to reach if you go about it the right way, but it takes time and skill, as Dr. Spencer’s article explains.

"But there are others who find it hard to come to terms with society, and whose social incapacity can take many forms, from shyness to compulsive exhibitionism and crime. The Youth Service is there to help them, too, but at present this group is found principally among the 'unattached'."

In the first of the three experiments which I shall mention—the Barge Club—we used the label of "unclubbable", and defined this as: "Boys who should be in clubs, but are not; should be because otherwise they will be delinquent or unhappy."*

But perhaps the best definition is the statement commonly made by the boys and girls themselves, "We're too tough for the clubs around here. We've been thrown out of all of them".

Each act of throwing out, as we have observed, strengthens the hostility of the group and its aggressive attitude towards authority.

Where they come from

Boys and girls covered by this definition of "hard-to-reach" are generally children from disorganized families living in the poorest and most overcrowded parts of our large cities, frequently in downtown slum districts from which the more ambitious parents try to move, leaving behind those unsuccessful in the struggle.

It is in these areas of "minimum choice" that symptoms of neglect and rejection are most commonly found. In Britain, however, which has pursued a vigorous policy of public housing, these districts may include certain housing estates on the outskirts of the city to which families have been moved after slum clearance has taken effect.

For many children of such areas the

street has been their playground from an early age. Values and standards of behaviour differ widely from those of ordinary middle-class society. The demands of school are foreign to them, and the persistent truant figures prominently in their number.

They do not aspire to the respectability of a white-collar job or to the security of a skilled craftsman. High wages and an opportunity for an "easy fiddle" are a preferable alternative.

But above all there are the blandishments of the advertisers presented through the mass media of television and the rest. This, in British society, is a relatively new phenomenon, which certainly represents a sharp contrast to the inter-war years. The traditional cloth cap and "choker", so well-known to the pioneers of the voluntary youth movements, has given place to the pin-stripe drape suits and the D.A. hair-cut as symbols of higher standards of living.

An important consequence of this change in living standards in teen age society has been to sharpen the gap between the under-privileged section of the community and the middle class. Nineteenth-century social observers spoke of poverty as a cause of juvenile delinquency; in the mid-twentieth century the more sophisticated explanation—and more puzzling to the adult world—of the gap between middle-class standards and the capacity of working-class youth to achieve these standards, seems to fit the situation more accurately.

Taking initiative

Confronted, therefore, with a Youth Service that did not appear to meet the needs of the under-privileged adolescent, but above all of those whose personality had suffered from the deprivation and rejection so

*M. Ll. Turner. *Ship Without Sails*. An account of the Barge Boys Club. p. 13. University of London Press, 1953.

characteristic of disorganized family life, some of us turned to the literature and experience of the U.S.A. for help with our problem. We were primarily interested in the promising work done with gangs in New York and Chicago.

The essential features of this approach may be summarized as follows:

In contrast to the conventional method of the youth organization based on a program of activity within a particular building, the worker makes contact with his potential members in their own hideouts, the street-corner, the fish-and-chip shop or the soda bar. Thus, initiative comes from the worker, who "reaches out" to the "unreached".

This initial contact is made within the framework of the boys' and girls' own cultural (more accurately, perhaps, sub-cultural) and emotional level. There is thus a clear distinction between this approach and that of the youth club which says in effect "either conform to our standards or else get out".

The worker operates through the gang as he finds it, with its own internal structure, its leadership, roles, statuses, and norms. His success will depend in large measure on his capacity to work through the group.

But fundamental to all else is the worker's ability to form and utilize a relationship with the members. For this is the basis of that change in the functioning of the group which the method is designed to bring about.

These methods have been studied and taught in the general professional training of social workers in group work though they constitute only a small part of a much larger body of knowledge. In Britain, unlike Canada and the U.S.A., there is still no formal group work training, a serious situation which many of us are anxious to put right.

July 15, 1960

Of the three examples I am using, only the first can legitimately be called a success story. It illustrates the complexity of the method and the need for adequate resources and the most careful planning.

The scene of the first two experiments was London's East End, and of the third a housing estate in a large west country town containing a "delinquency area" within its boundaries.

The Barge Boys Club

The Barge experiment originated from the discussions of an ad hoc group, based initially on the East End settlement of Oxford House, which met together to study ways and means of dealing with the problem of the "unclubbable".

From a small research by a local probation officer we concluded that only a tiny minority of boys on probation could properly be described as "solitaires". The majority of them were eminently "clubbable" yet none of them had any lasting membership of a youth organization. "No club is tough enough to hold me". "They're all too sissy and too dull".

We planned the experiment to help this kind of boy with two main aims: (a) that the basis of our clientele should consist of an established gang none of whom were members of an existing organization, and whose behaviour was demonstrably anti-social if not actively delinquent; (b) that the activities to be developed should take account of the adolescent need for novelty, danger, excitement and adventure.

To achieve this second aim in a big city is particularly difficult, but we were fortunate in having the services of a quite outstanding worker and in acquiring an old sailing barge large enough to contain the energy of some twenty boys.

Eventually we found a berth in a dockside area of the Thames. By a

happy coincidence, as it subsequently turned out, it was within 200 yards from the River Police station in Wapping. For in due course the river police, traditional enemies of the aspiring gangster, became friends of the club and a source of practical help and encouragement.

The "customers"

Once established on the "Norman-hurst" (189 tons) the worker's first job was to find some customers. Numerous young visitors came to the waterfront, some out of curiosity, others to join the club they had heard about, but none fulfilling the management committee's criterion of age (14-18) and "unclubbability".

After several weeks of searching, the worker met a gang that seemed to satisfy the required conditions, and fifteen boys, close neighbours of each other in a local tenement block, formed the nucleus of the experiment. Another five members, including "Happy", a backward and solitary boy, brought the total to twenty, which was the limit set by the committee.

Metamorphosis

The subsequent history of the Barge Club is fundamentally a story of the creation of good relations between the worker and the group. Without such relationships there could have been no positive change in the behaviour and maturity of the members. The nature of these relationships is not easy to describe but it can, nevertheless, reasonably be inferred from a description of what the group achieved.

The experiment lasted just over two years. At the end of this period the members were able to take their place as young adults in the ordinary life of the neighbourhood.

Like most members of a dockside community and as the sons of dock-

workers and lightermen, the river formed an essential part of their lives. The management committee had seen the Barge as a stepping-stone to ordinary social behaviour or—to use the jargon of the social scientist—as a "transitional community" through which the process of socialization could be facilitated.

In this period of two years four different phases stand out. The first phase was, as it were, an introductory one. It was mainly a period in which the worker established a relationship with the group.

As an observer myself, I well recall in those early days the violent swings of mood among the boys, their momentary enthusiasms, their outbursts of anger, their long periods of discouragement, and the desultory character of their activities in which the long established patterns of street-corner society predominated. Slowly the worker gained their confidence and slowly the mood changed.

Change of leadership

Characteristic of the second phase was the practical task of creating a club room, with the use of paint and tools and timber. There was an obvious job of work to be done. But of particular interest was the change which occurred in the leadership of the gang.

An intense struggle for leadership developed as the work-task of the group changed from the anti-social activities of the street-corner to the more positive job of decorating the club-room and painting the hull of the barge.

"Duke", who had provided a popular and effective leader for the gang's burglaries and other escapades was too unstable to provide leadership for activity requiring some sustained effort. And so his position as leader was

challenged by "Spike", more level-headed and more adroit with paint and tools.

A prolonged and at times vigorous battle ensued in which a rival street gang, "The Tunnel Boys", was introduced by "Duke" as allies. To the great relief of the committee, the battle finally culminated in a victory for "Spike", though not without some skilful handling on the part of the worker.

Pride in accomplishment

The third phase was less stormy and, again, more constructive. During this period the group settled down to the business of training for the summer regattas at various places along the Thames. Some friends had donated three rowing boats for this purpose. Their trainer was a sergeant in the River police.

Training was hard work and there were many set-backs, but the measure of their eventual success is that the two Barge crews remained almost unbeaten throughout two seasons in competition with organizations such as Sea Scouts, Sea Cadets and many others.

Although success at rowing was not the primary object of the experiment it had, nevertheless, the important advantage of contributing substantially to the morale and solidarity of the group, as did the earlier satisfactions gained through the decorating and painting.

One obvious sign of changed behaviour at this time was the group's attitude towards the worker's suggestion to introduce an additional five "unclubbables" as members: "No", they said, "we don't want them aboard. They're a lot of thieves. They'll give us a bad name." Already the Barge boys had forgotten their own bad reputation in the neighbourhood.

Growing away

The fourth and final phase was that of "weaning away" the members from the Barge. Just over two years from the day on which they joined, the founder members discovered a new home suitable for their developing interests in a senior men's and women's club outside the boundaries of Wapping. Gradually the gang disintegrated as the members were called up for National Service.

This "weaning" process had been influenced by several factors, of which one was the retirement of the original worker who sought a change of job before the end of the experiment: the boys had been more closely related to him than to his two successors.

Thus, the Barge had fulfilled the expectations of the management committee as a "transitional community" from which, in due course, the members moved on to take part in the ordinary social life of a dockside neighbourhood: work, courting, and the founding of their own families.

Two other groups

Description of the other two experiments, the Redvers Club in Hoxton, and the "Calypsos", I must unfortunately omit for reasons of space. They were, however, much less successful than the Barge. In the case of Redvers this was largely because we failed to concentrate on the needs of a single group, and foolishly adopted an "open door" policy by which we admitted to the club-room a host of younger children from a seriously delinquent neighbourhood.

The "Calypsos", a group of some thirty boys and girls, formed part of a large action-research project. Their history, written up in a report to the Carnegie United Kingdom Trust, illustrates the necessity of taking account not only of the "hard-to-reach"

group but of the hostility and misunderstanding of the local community and above all of its leaders.

Pioneering needed

The application of my remarks to Canadian needs I must leave to my audience. I am convinced, however, that there is a strong case for experiment in Canada along similar lines, particularly in our growing cosmopolitan cities.

The needs of the under-privileged child in an affluent society deserve rethinking. We cannot rest content that the ordinary patterns of recreational provision are adequate for children at the bottom of the ladder, among whom is concentrated so large a proportion of the symptoms of deprivation, incipient mental illness, delinquency and withdrawal from the commonly recognized responsibilities of our society.

Here then is one of those great opportunities for voluntary action in which the early pioneers of child welfare would have delighted. Canada is fortunate to possess five schools of social work which give professional training in the group work method. With such resources in knowledge and with the generosity of a charitable trust, is it not possible to extend the work with "hard-to-reach" youth in Canada?

It would be foolish to minimize the high cost of this method through which the individual worker can serve only a relatively small number of young people, or to deny the stress and strain of the actual work. But there can be no doubt that such an experiment, using the methods of action-research and careful assessment, could make a big contribution both towards helping "hard-to-reach" youth and understanding their needs.

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Educating Less Intelligent Children

Care and education for retarded children is gaining attention in Canada; this article describes a British program for them. Betty Vernon is a member of the London County Council and its Education Committee. Her article came to *Canadian Welfare* through United Kingdom Information Services.

by Betty Vernon

Every country conscious of the importance of education must also be conscious of the need of those children, however few, who are of low intelligence and therefore educationally backward. This disability is usually congenital or the result of a bad or unhappy home background. But whatever the cause, it is essential that these potential citizens should be given the best chance of a good and happy life.

In England and Wales such youngsters receive special educational treatment. Much has been done as the result of the 1944 Education Act, under which every Local Education Authority was given the responsibility for providing facilities for special education.

This has to be done either in its own special classes or schools, in those provided by a neighbouring authority, or in a satisfactory private establishment. For the concept of educational sub-normality includes both children of very limited ability and those who, by reason of dullness or other factors, are difficult to educate with children of ordinary ability.

Small classes

The London County Council, the largest education authority in Britain, responsible for nearly 500,000 school children, has some 4,000 educationally sub-normal (E.S.N.) youngsters in its care. Many are taught in modern, well-planned buildings, in comparatively

small classes. (The Ministry of Education allows no more than 20 E.S.N. children to one teacher.)

Yet there is still much to be done: the provision of modern buildings and the encouragement of more specially-trained teachers are cardinal aims which the L.C.C. sets itself.

Three-quarters of the E.S.N. children under L.C.C. care attend special day schools. The rest are in boarding schools, which are usually converted private houses situated in some of the loveliest counties of southern England. A number of less backward children attend special classes in ordinary day schools.

Psychological examination

Usually no child is regarded as E.S.N. under the age of five, and then only after extremely careful assessment by medical experts and educational psychologists. Children who make sustained progress at a special school can, of course, be transferred to an ordinary primary or secondary school where their attainments are carefully observed. In any case, all E.S.N. children have to be examined at least once a year.

The task of teaching these youngsters is a demanding one, and many of the men and women who dedicate their lives to it are of remarkable calibre. Some have taken a special diploma, over and above their ordinary teaching qualifications.

Lively and affectionate, the children often lack the ability to concentrate for any length of time. As one master of an E.S.N. secondary school commented: "We must always take care not to talk too much at any given time. Ten consecutive minutes may well be the maximum period for teaching, and then the child's attention falls away."

Formal schooling starts later

A five-year-old child starting school enters a nursery group in which he learns to play. He has sand and clay and water, gay equipment, room for movement, perhaps even a small garden and some pets. Everything is done to help him get used to school conditions, and to settle into community life. He learns to fetch and carry for the teacher, lay the table at meal times and "take turns". All this offers real opportunity for social training.

Formal schooling is started perhaps one or two years later than in an ordinary primary school. But watchful, individual guidance is the key to all teaching, plus affection and order. E.S.N. children seem to require, above everything else, a sense of "belonging", of security. Lack of stability is often their greatest deficiency.

About the age of eleven or twelve, the youngsters go to their secondary schools. "At this stage," said one headmistress, "our aim is to help our girls to learn to take their place in society, so that later they may hold a job with confidence and a sense of responsibility."

In the curriculum the "three R's" and speech training are given prominence. But other subjects are regarded as important: physical education, for instance, music, art and handicrafts; elementary dressmaking and housecraft for the girls; metal and wood work for the boys (though only recently I saw an engrossed boy cook,

and a delighted female metalworker). And for all, the practical responsibilities of daily living, and the care of pets, running errands and, in boarding schools, shopping.

Fostering self-confidence

In addition, the young people join clubs, go to church, take part in local sports competitions. All this teaches them to be part of a community and helps to develop self-confidence and self-respect. I shall never forget the joy of a 12-year-old girl who had collected some shoe repairs from the town, by herself. "And I never thought that I could do it alone," she told me, her eyes shining.

Special hostels

To help some young folk, the L.C.C. has pioneered a hostel where girls who are out working all day in jobs may live, and where they are looked after and guided by a kindly warden. A similar hostel for boys has been opened, also in London, by a voluntary body.

Many of these young people enter unskilled or semi-skilled employment, and girls, in particular, tend to do repetitive work well. In London, special officers in the Youth Employment Service (which is under the control of the Ministry of Labour) care for the interests of these handicapped boys and girls. Wherever practical, they are guided into sheltered employment.

Like many tasks where results are not quickly discernible, the work of training and teaching these children can be discouraging. Yet success is often hidden, as I realized a short while ago, when a mother told me, speaking of an L.C.C. boarding school in the country near London: "I never dreamed that such places existed. Our Jim is a different person since he went there. And so am I."

What praise could be richer?

Letters

To the Editor:

. . . The current high level of unemployment is producing an unusual number of appeals from disqualified claimants, one result of which here has been an appeal board session weekly for the past five weeks including tomorrow.

An appropriate field for analytical study by the Canadian Welfare Council would be the Unemployment Insurance Act in the light of its practical application. For instance, does it meet the need? Is insurance, as that term is understood, the answer? Or should society recognize that as the economy now operates there is a permanent core of workers willing to work for whom the said economy cannot find a job, and if that is so, does society owe such people a living? If so, what mechanism could be devised to distinguish between the workers and the shirkers?

We meet both kinds in appeal sessions and, working within the framework of the Act and Umpire's decisive interpretations of the legislation, we come up against some mighty difficult imponderables. . . .

GEORGE S. HOUGHAM
New Westminster, B.C.

We received a letter of protest about the use of the word "drunks" in the caption of a news note in our March 15 issue, and are glad to print the statement following, supplied at the request of our correspondent. It was unfortunate that we used a term that could give an undesirable impression, and we hope this explanation will help to counteract its effect.

July 15, 1960

To the Editor:

The particular article in question was well written and, in the text, discussed the subject matter of the study very well. However, the title was somewhat misleading in that not all inebriates are included in the study. Only persons who have been convicted as chronic drunkenness offenders were studied. The use of the word "drunks" in the title is, therefore, inappropriate, perhaps misleading, and certainly carries connotations other than those intended.

The words "drunk" or "drunks" include all persons who are inebriated from ingestion of alcohol. The word has an invidious connotation which is applied indiscriminately to persons who have on a particular occasion or occasions ingested sufficient alcohol to produce impairment of behaviour, to persons arrested for intoxication and to persons who are ill from the disease, alcoholism.

Since the general public does not make this kind of distinction and since this kind of differentiation is essential if we are to get sick persons into treatment for their disease, it is important that all public communicators make clear to which category they are referring. Consequently, whenever an article is published on any one of these subjects—alcoholism, inebriation, chronic drunkenness offenders—it is incumbent upon the publisher to be certain that a clear differentiation is made between the kinds of people involved and to avoid the use of terms which tend to imply moral criticism.

R. W. JONES
Associate Director, Research,
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YOUTH SERVICES BUREAU OTTAWA

The Bureau was established January 1, 1960, in Ottawa, and a Director appointed May 1.

Its main objective is delinquency control and prevention. Its functions are: to facilitate co-operation and joint planning among organizations and agencies serving youth in Ottawa; and to encourage support for new youth facilities and programs as needed. The scope for imaginative and practical approaches to the problems under consideration is unlimited.

The Youth Services Bureau now requires an Assistant to the Director. Qualifications desired are an M.S.W., group work training and experience, community organization skill, and ability to speak French.

Salary up to \$6,000 according to qualifications.

Apply:

MAURICE EGAN, *Director*
Youth Services Bureau
Welfare Council of Ottawa
OTTAWA

WHAT THE COUNCIL IS DOING . . .

The 40th Anniversary Annual Meeting, June 6, 1960

After a weekend of typical Nova Scotian fog that had people who were coming by air from across Canada arriving in Halifax anywhere up to 3.30 a.m., a typical Nova Scotian sun shone brightly on "the day". And about 300 people were gathered at what was generally agreed to be one of the most successful single-day Council meetings ever held.

General Session

The President's address

Lucien Massé highlighted major events in the past year. He mentioned two in particular: the conference on the immigration of refugees to Canada and the work toward expanding the Council's functions in the field of personnel.

Mr. Massé noted that the Council's urgent action on behalf of World Refugee Year (which has been fully reported in this magazine) had led to swift developments in federal and provincial policy in line with the majority of the Council's recommendations. The whole project was an example of the Council moving quickly and decisively when occasion demanded it.

With regard to personnel, Mr. Massé reminded members of the establishment three years ago of the Canadian Council on Education and Personnel for the Social Services, of which the Council was one of the sponsors. However, it had been found that the necessary moral and financial support could not be secured for another independent national organization at this time.

As a result of negotiations beginning last October, Mr. Massé was able

to announce that the Council would now take over the functions of the CCEPSS in recruitment, job classification, professional education, in-service training and the like. While the exact method of organizing the work had still to be established, it would involve employing a senior social worker, half of whose time would be used in staffing this activity. Mr. Massé stressed that while the *organization* of it would be new, the work would be an extension of service already given by CWC in this field through its Committee on Personnel in Social Work.

Mr. Massé also commented on the importance of field visits and speeches, not only by the staff but by Council officers and other volunteers. He ended with expressions of regret at being unable, for compelling personal reasons, to accept nomination for a second term as president, and with thanks to all those with whom he had worked so happily in the past year.

Council finances

Lawrence Laybourne, Toronto, (reporting for the treasurer, A. A. Crawley, Ottawa) stated that expenditures for the fiscal year ending March 31, had been \$299,574, as against a budget of \$326,549; revenue had been \$298,995 against an anticipated \$314,100. The deficit of only \$578, rather than the \$12,449 forecast, was due largely to the fact that three staff positions remained vacant for the year.

A balanced budget of \$347,133 had been approved for 1960-61, and in view of the substantial increase over the previous year, "an intensive effort

will have to be made to increase revenue from all sources, particularly from community funds and business corporations”.

Mr. Laybourne also reported that a Business Operations Committee had been instituted in the past year, chaired by the treasurer and composed of experienced business executives. It meets monthly to pass on expenditures and advise on business operations.

Reports from chairmen of board committees

Public Information: L. D. Headley, Montreal (reporting for A. L. Cawthorn-Page, Ottawa) said that the emphasis in the information program this year had been on broad PR through the mass media. Included in examples of notable results were: press coverage of the Council's refugee conference amounting to more than 135 newspaper columns; 6 staff appearances in major TV or radio programs on social welfare topics; an expanded series of TV “spots” for year-round interpretation of agency services; and an article on the Council to appear soon in the *Financial Post*.

Research: Among completed projects reported by Monteath Douglas, of Montreal, were: *Summary of the Clark Report on Economic Security for the Aged in the United States and Canada* and the new publication *The Canadian Homemaker*, a survey of personnel policies and service patterns in Canadian homemaker agencies. Definitely planned is a survey of current social welfare research in Canada, and a study of minimum family budgets is under consideration.

Mr. Douglas emphasized the high priority given by the Research Branch to work with the divisions and to participation in overall Council program planning and policy development. To be effective, the Branch

program must be realistically related to the total needs and interests of the Council. But he pointed out that, with a one-man staff, this must necessarily limit what could be undertaken in special research projects.

French Commission: Marcel Dion, Rimouski, (for Gilles Sarault, Montreal) said the Commission's main pre-occupation of the year had been interpretation of the Council and social welfare generally. Among examples of its work that he cited were co-operation with Caritas Canada on a French language film about social work to be produced by the National Film Board this year, a public relations institute for agencies, a special issue of *Bien-Etre Social Canadien* on mental health, and promotion of Council membership, particularly among the Richelieu Clubs.

The Commission plans, for the coming year, a study of its own role in the Council to determine whether after ten years of existence it still meets the needs.

Membership: Gordon G. Cushing reviewed the committee's role and activities. Major matters concerning it at present were a study of the somewhat high rate of membership drop-out with a view to discovering causes and remedies, and efforts to make the graduated fee scale more effective. Too many organizations, he said, were still “riding first class on a tourist ticket”.

Mr. Cushing stressed the importance of the Council being a membership organization so that it could truly represent the social welfare field as its “national voice”. All present members should act as recruiting officers for the Council in their own community or area of interest.

National Pension Plan: K. LeM. Carter, Toronto, described the draft-

ing of a country-wide pension plan for the employees of voluntary health, welfare, and recreation agencies. The plan has now been submitted to large national organizations and community funds to test interest and get criticism.

If reaction is favourable, a final plan will be drawn up. Such a scheme to enable people to transfer their pension benefits from one agency to another is particularly important because of the great mobility of social workers seeking varied experience through changing jobs.

The Council's annual report

The executive director, R. E. G. Davis, presented the printed annual report which this year centred on the Council's anniversary. Called "The Story of 40", it briefly presents in less than a dozen pages a summary of Council activities since its founding in 1920, set in the perspective of Canadian social welfare developments in the same period. It is attractively illustrated with line drawings and, for the first time, the report is completely bilingual.

In his own report, Mr. Davis commented on the great strides which had taken place in the last forty years, both in public and private services. However, he stressed the gaps that still remain, particularly in Canada's social security measures: for example, lack of coverage for wage loss due to illness; inadequate coverage for complete health care (private or public), and for survivors and the permanently disabled. He also emphasized the need for a more rational and co-ordinated organization of our welfare services.

Looking to the future, Mr. Davis spoke of the new social ills arising from the pressures and tensions of Canada's economic growth: the increase in family breakdown, alcoholism, delinquency, and so forth. "My

guess is", he said, "that these problems, as much perhaps as those of economic hardship, will engage the attention of social workers in the 1960's".

Among other items on our future agenda, Mr. Davis listed the need for more social welfare research, for examination of the appropriate roles of government and private agencies in this field, and for a re-examination of the community's responsibility for child welfare and the effectiveness of some of our current agency practices in helping individuals and families.

Finally, Mr. Davis wondered whether the social climate created by our economic progress and prosperity would make it more difficult in the next decade than in the past to arouse public concern about unsolved welfare problems. However, even if this were so, he believed that "the long-term prospects for human betterment were never more favourable than they are today".

Election of board of governors and council officers

The report of the nominating committee led to the election of the 1960-61 Board of Governors. About half the 84 members were elected by the Council's divisions, and the total Board is widely representative of the social welfare field — by geography, religion, race, volunteers and professionals and so on.



K. LeM. Carter

The new Board met at lunch and elected the Council's officers who were presented to the resumed Council meeting late in the afternoon. Chief of these, of course, was the new president, Kenneth LeM. Carter.

Mr. Carter has been a member of the Board of Governors since 1957, and was chairman of the Community Funds and Councils Division from 1956 to 1959. During the past year he has been chairman of the Council's executive committee. He is senior partner with McDonald, Currie & Co., chartered accountants, Toronto.

Mr. Carter is a native of Montreal and a graduate of McGill. During the war he was Administrator of Hides and Leather, Wartime Prices and Trade Board. He is a fellow of the Institute of Chartered Accountants of Ontario and a past president of it. He is also a past chairman of the Board of Governors, Canadian Tax Foundation, and is honorary treasurer and trustee of the United Community Fund of Greater Toronto.

Mr. Carter is married and has a son and daughter. His wife is a volunteer worker in social welfare in

her own right and has received the Red Cross Service Medal particularly for her work with the shut-ins.

Carl Reinke, Manager, Public Relations Department, Du Pont Co. of Canada, Montreal, became chairman of the Council's Executive Committee. He also is a past chairman of the Community Funds and Councils Division and of its Labour Participation Committee, and a long-time member of the CWC Board of Governors.

Life memberships

Also at the closing sessions, life membership certificates were presented to the first six people ever to receive them (see this column, *Canadian Welfare*, November 15, 1959). These were: Philip S. Fisher, Montreal; Mrs. G. Cameron Parker, Puslinch, Ontario; Rev. Dr. W. W. Judd, Toronto; Miss Dorothy King, Vancouver; Miss Nora Lea, Toronto and Judge Thomas Tremblay, Quebec.

SOCIAL WORKERS

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For further particulars contact:

MISS EDNA F. OSBORNE, *Director*
Social Service Department
SASKATOON, Saskatchewan

Mrs. Parker, Miss Lea, and Cannon Judd were happily there in person to receive from Mr. Massé the richly framed certificates, each with a hand-lettered personal citation, and to hear the glowing tributes paid them by Gordon G. Cushing, chairman of the Membership Committee. We were sorry the others couldn't be present for unavoidable reasons—particularly, perhaps, Mr. Fisher, since he was having to miss an annual meeting for the first time in years.

The last item on the agenda was the presentation to Mr. Massé, the retiring president, of a handsome silver cigar box from the Council's Board and staff.

Division Annual Meetings

Corrections

A panel discussion on "Changing Concepts in Canadian Corrections" was featured at the meeting of the Canadian Corrections Association.

It was introduced by John Arnott, executive director of the John Howard Society of Nova Scotia, who reviewed the history and developments in the corrections field. He stated that more progress had been made in the past 25 years in the treatment of prisoners than in "the total sorry history of corrections in Canada".

It was announced that the International Society of Criminology had been invited to hold its 1965 International Congress in Montreal in conjunction with the Canadian Congress of Corrections. Mr. McGrath, executive secretary of the division, will urge acceptance of the invitation when he attends this year's meeting of the International Congress in September in The Hague, Holland. He will also attend (in August) the United Nations Congress on the Prevention of Crime and Treatment of Criminals, London, England.

July 15, 1960

A. M. Kirkpatrick, executive director, John Howard Society of Ontario, was elected chairman of the division. **Community Funds and Councils**

The chronic problem of recruitment and training of staff received major attention at this meeting of the Community Funds and Councils of Canada. Plans for the 1961 summer training institute for staffs of funds and councils and for developing bursary and scholarship assistance for professional training were discussed.

Among other highlights reported were: the steady growth of the National Agency Review Committee, staffed by the division, (which now serves eight national organizations); advisory service on the charitable contributions of business firms; and the expanded program of national public relations for funds and councils.

The Councils Section announced the completion and early publication of its original French language pamphlet *Le Conseil de Bien-Etre et Notre Milieu*. Among other activities, good progress was reported on the study of the philosophy and methods of financing local councils, being undertaken through a committee centred in Winnipeg.

C. F. Harrington, Toronto, was re-elected division chairman, and Mrs. Andrew Fleming of Montreal was re-elected chairman of the Councils Section.

Family and Child Welfare

The importance of taking a good look at our present services to make sure they are really appropriate for today's needs was urged by Eric Smit, executive secretary of the division in his report to the meeting. He suggested that, while there would always be a place for *some* specialized services, perhaps the core should be a "family aid service" which might con-

ceivably be attached to a neighbourhood centre, a civic recreation program, or some other agency.

In discussing future programs of the division, priorities agreed to included: group care facilities for children, homemaker services, "multi-problem" families, and emphasis on the preventive rather than remedial functions of services.

The division staffed a meeting of the provincial directors of child welfare, held on June 4 and 5. Among subjects discussed were: inter-provincial adoptions, guardianship laws, and the legal status of wards moving from one province to another. A need for regular meetings of the directors was expressed, with the Council acting as a channel for exchange of information and to arrange the meetings.

Mrs. D. L. Ross, Montreal, was re-elected chairman of the division.

Public Welfare

This division made a head start by holding a special meeting on the evening before the main meetings. The chief item on the agenda was a proposal for a study of the design and staffing of Canadian public welfare services.

The project was approved in principle and a committee will be established to draft a specific proposal for consideration by the CWC Executive Committee. The objectives are to determine the kinds of welfare staff needed for various types and degrees of service, and to define the skill, training and experience these require and how they should be deployed.

At the regular session next day, reports were given by provincial and federal public welfare representatives on recent developments in public welfare. As Norman Cragg, the division executive secretary, said in his annual report: "The past year must surely be characterized as one in which substantial progress has been made in public welfare across the country".

Looking to the future, the division expects among other things this year to wind up its studies on desertions and on single and homeless transients, and to develop further the regional organization recently established in the Pacific area.

H. S. Farquhar, Director of Old Age Assistance, Department of Public Welfare, Nova Scotia, was re-elected chairman of the division. P.G.

Copies of the major reports presented at the Annual Meeting are available on request from the Council office.

CONFERENCE ON SOCIAL WORK EDUCATION

The 1961 Program Meeting of the Council on Social Work Education will be held at the Queen Elizabeth Hotel in Montreal next February 1 to 4. Co-Chairmen of the sponsoring committee are Rev. André Guillemette, Director, School of Social Work, University of Montreal, and Dr. John J. O. Moore, Director, School of Social Work, McGill University.

Three of the four general sessions have been given these tentative titles:

1. Implications of Socio-Cultural Factors for Social Work Education (with emphasis on multi-cultural settings).
2. Social Policy to Meet To-day's Needs.
3. The Place of Professional Education in the Educational System.

ABOUT PEOPLE



Twelve people from Ontario have been awarded scholarships to attend the summer school of alcohol studies at Yale University, June 26 to July 21. Such awards are made annually by the Alcoholism Research Foundation of Ontario which has headquarters in Toronto, and are given to professionals who through their future activities will likely contribute to the control of alcoholism in the province. The recipients are: **Dr. J. K. Braham**, psychiatrist, **Dr. H. L. Thoman**, physician, and **Alice Barbara Steven**, nurse—all from Hamilton; **Dr. Mary J. Eddis**, psychiatrist, **Mrs. Hazel L. Hogue**, nurse, **William D. Miller**, social worker, **Miss Jeanette E. Watson**, university professor of nursing, and **Alan Marcus**, psychologist—all from Toronto; **Stanley Main**, probation supervisor, Woodstock; **William A. McClure**, social worker, Ottawa; **Ian Sutherland**, Children's Aid Society director, Sault Ste. Marie; and **Fl./Lt. Jack Young**, RCAF, Ontario social welfare officer.

Dr. Francis G. Winspear was elected president of the United Community Fund of Greater Edmonton at its first annual meeting in May.

Aubrey Teal has left a position in private business to take the post of campaign secretary of the United Community Fund of Greater Edmonton. He was previously with the United Fund of Metropolitan Toronto.

Duncan Rogers has been appointed deputy minister of Public Welfare for Alberta, succeeding Ray G. Hagen. **William D. McFarland** has become provincial superintendent of the Child Welfare Branch in the province.

Kay Taggart and **Marnie Bruce** of the Saskatchewan Department of Social Welfare and Rehabilitation, have resigned their positions to study at the School of Social Service Administration, University of Chicago.

W. T. Lawson, formerly chief child care worker of "Thistletown", an Ontario hospital for disturbed children, is the newly appointed supervisor of group homes, Family and Children's Service, Victoria, B.C.

Amy Leigh has recently been in Whitehorse acting as a special consultant to the Yukon Department of Health and Welfare. On July 1 she went to the University of Washington to conduct a seminar in the summer session.

Hugh Christie returned from leave of absence at the beginning of June to resume his post as warden of Oakalla Prison Farm in British Columbia. He has been attached for the past year to the United Nations as Technical Adviser to the Government of Thailand on matters of social defence.

Muriel Cunliffe returned on July 1 to her position as assistant professor at the School of Social Work, University of British Columbia. Miss Cunliffe has been making a study of

the role of the Family Welfare Association in England in terms of new trends in social work.

Wallace W. Struthers became chief supervisor of welfare services in the Family Allowances and Old Age Security Division, Department of National Health and Welfare, in mid-May. He went to this post from that of deputy commissioner of social service for the City of Ottawa, which he held for almost three years.

E. Arthur Doyle became executive secretary of the Greater Oshawa Community Chest in March, becoming the first full time holder of this position. He had previously been with the personnel department of General Motors of Canada Limited, as supervisor of the supplemental unemployment benefit section.

J. P. Robb moved to Vancouver on July 1 to become director of public relations for the Community Chest and Council of Greater Vancouver. He had until then been director of public relations for the Welfare Federation of Montreal.

Stuart Godfrey, assistant deputy minister of public welfare for Newfoundland, has been seconded to work with representatives of the firm of management consultants that is making a survey of the provincial civil service. **Roy R. Roberts**, director of old age assistance and social assistance has been appointed acting assistant deputy minister in his place.

Hugh Harvey, director of public relations for the Greater Vancouver Community Chest for the past twelve years, has gone to Everett, Washington, to be executive director of the Community Fund there.

R. T. Donald, M.B.E., has been elected president of the Board of the Social Planning Council of Metropolitan Toronto.

W. P. Gilbride is chairman, and **Harold W. Thompson** is president, of the Board of Trustees of the Toronto United Community Fund. **Dr. W. H. Cruickshank** is vice-president for campaign of the United Community Fund and campaign chairman of the United Appeal in Toronto.

Kenric R. Marshall, formerly director of area councils for the Toronto Social Planning Council, has been appointed executive director of the Canadian Save the Children Fund. **Douglas McConney**, recently assistant executive commissioner for the Boy Scouts in Greater Toronto, takes his place.

There have been a number of changes in the personnel of the Community Planning Association of Canada. **Jacques Simard** of Préville, Quebec, has been elected president, and **Major General M. L. Brennan**, Ottawa, has been appointed national director. **Eric Beecroft**, formerly national director, will take up duties later in the summer as director for urban planning of the Canadian Federation of Mayors and Municipalities, according to a recent announcement by George S. Mooney, Executive Director. Mr. Beecroft will also be responsible for setting up an Ottawa office for the Federation and will be in charge of it. **Thomas J. Plunkett** has been appointed to the staff of the Federation as Research Director.

Donald L. Harris became director of planning for the United Community Services of Greater London, Ontario, on July 1, succeeding **John F. Horricks**, who is now executive director of the Halifax Welfare Council. Mr. Harris has been executive director of the Family Service Bureau in London since 1954.

A C R O S S C A N A D A



National Health and Welfare

At the end of May the Commons Standing Committee on Estimates made a wide range of recommendations to the Department of National Health and Welfare. The chief recommendation was that a survey should be made of available hospital beds in Canada in relation to the demand. The Committee had found that there was no accurate estimate of the shortage, though many people had complained of it. The Committee recommended that the proposed survey be used by the federal, provincial, and municipal governments to avert bed shortages in the future, and to tackle the problem of providing space for the chronically ill.

The Committee also urged that more money be put into all aspects of mental health: research, treatment and facilities. It asked the government to consider including children in institutions and children of service men overseas in the provision of family allowances. The federal government was also asked to consider eliminating the means test for payment of allowances to the blind.

The Minister of National Health and Welfare informed the House on May 20 that the cost of the federal-provincial hospital insurance scheme for 1959 would be about \$300,940,000. The final figures would not be available until the end of the year. The

federal share is about one-half. The figure included Prince Edward Island, which was in the plan only for the last three months of 1959, and New Brunswick, which had been in for six months. Quebec was not—and still is not—included.

Cost of the plan by province in 1959 was: Newfoundland \$7,282,412; Prince Edward Island \$306,319; Nova Scotia \$14,117,346; New Brunswick \$5,749,333; Ontario \$144,201,824; Manitoba \$24,605,862; Saskatchewan \$31,594,532; Alberta \$30,593,986; and British Columbia \$42,486,580.

Indian Affairs

At the time of writing the joint committee of the Senate and the House of Commons on Indian Affairs was holding sessions under the joint chairmanship of the Honourable Senator James Gladstone, himself an Indian, and Mr. Noel Dorion, M.P. Witnesses were being heard from a wide variety of government and voluntary organizations. The Indian-Eskimo Association of Canada sent a delegation to the meeting of May 19, and its brief was presented to the committee and filed as evidence. (Single copies of the brief are available from the IEA, 21 Park Road, Toronto 5, at no cost. Additional copies are 25 cents each, and ten or more copies are 10 cents each.) The document outlines recent activities on behalf of Indians, and the Association's views

on objectives and process of Indian advancement in its cultural, political and economic aspects.

**Study of
Residential
Environment**

After holding public hearings in fourteen cities across Canada from August 1959 to February 1960, a committee presented its report to the 53rd Assembly of the Royal Architectural Institute of Canada which opened in Winnipeg on June 1. The Committee of Enquiry into the Residential Environment had been set up to determine what was good and satisfactory in Canada's post-war urban development, and therefore worthy of being a pattern for designing future urban growth, and what was bad and unsatisfactory and should be avoided in the future. The study was financed by a \$30,000 grant from the National Housing Act research fund.

The report, now available from the Royal Architectural Institute of Canada, praised high design standards in publicly owned rental housing, and recommended "blends of efficient flats for working couples, houses with space on the ground for those who are rearing young children, and simple central cottages" for elderly persons. It pointed out the need for changing ideas about housing, particularly "common wall" dwellings, and suggested attached houses as the answer to the needs of persons for whom neither bungalow nor apartment satisfies requirements.

The committee questioned the contribution of certain municipal policies towards achievement of the goal of better urban environment. It also noted that provinces can guide the growth of their municipalities by adopting plans for regional development, particularly in areas undergoing the most rapid urbanization.

**World
Refugee
Year**

World Refugee Year officially terminated June 30 but the Canadian Committee will carry on its activities until September 30. It is expected that the grand total of world contributions will reach \$45,000,000 with Canada contributing some \$6,000,000. But as Chris Chataway, M.P., one of the four Englishmen who initiated WRY said at the Canadian Committee's official closing luncheon on June 29: "More harm than good will have been achieved if World Refugee Year is the end in itself when millions in many countries still require assistance."

**Association
of Housing
Authorities**

At the annual Ontario Housing Conference held in Ottawa in June, the 36 local housing authorities in Ontario decided to establish a permanent organization, which will be known as the Ontario Association of Housing Authorities. It will act as permanent liaison between local authorities and federal and provincial housing officials. C. D. Sills, chairman of a Napanee authority, will be head of the new group. The June meetings discussed such matters as limiting factors in public housing, cooperative housing, housing for the elderly, as well as matters of specific interest to those who are administering local public housing schemes.

**Prisoners'
Work Camps**

The Minister of Justice, Mr. Davie Fulton, has announced that work camps on an experimental basis will be established by the federal government. Projects on which the prisoners may be employed are now being surveyed. The occupations selected would be ones that "would in no way compete with private industry or labour", and they would probably consist of national parks or forest

Canadian Welfare

work, with possible provincial projects in the future.

Saskatchewan Rehabilitation Council

In an attempt to co-ordinate planning for the best possible services to the handicapped in Saskatchewan, the Coordinating Council on Rehabilitation was organized in January 1960. It bands together voluntary, provincial and federal agencies and university and professional groups. The efforts of the Council will be directed toward making the maximum use of rehabilitation resources now existing, and towards planning for extension of services required by the disabled. Non-governmental agencies pay membership fees from \$10 to \$100 per year, according to the size of their budgets, toward the work of the Council. The major expense—for staff—is borne by the provincial and federal governments through the loan of the services of the office of the coordinator to the Council for the first year. This co-ordinating council is among the first organizations on the continent to attempt such a comprehensive type of cooperative effort.

New Brunswick Welfare Services

A new social assistance act, passed during the recently completed session of the New Brunswick Legislature, consolidates and extends existing provincial and municipal welfare aid. Under the new two-part bill, the province is sharing the cost of a comprehensive social assistance program at the municipal level for the first time.

Maximum monthly payments under mothers' allowances are increased from \$80 to \$90, and deserted wives may receive assistance after the expiration of one year instead of the two years required under the previous act. Legal settlement requirements to

qualify for assistance have been reduced from three years to one year.

Quebec Public Charities Act

In the spring the Quebec Public Charities Act was amended with the following purposes:

To extend the benefit of public charitable allowances to additional classes of persons;

to transfer houses of refuge to the jurisdiction of the Minister of Social Welfare;

to reduce as from January 1, 1960, the municipal contribution to the cost of public charity from 24 per cent to 12 per cent in the case of city and town municipalities, and from 15 per cent to 8 per cent in the case of municipalities governed by the municipal code, and to increase the provincial government's contribution proportionately;

to abolish municipal contribution altogether in certain cases;

to do away with the so-called principle of continuity or permanence of domicile, also to the advantage of the municipalities concerned;

to enable a married woman, separated in fact or abandoned by her husband to establish her own domicile as if she were a widow;

to include, explicitly, welfare organizations such as social agencies in the definition of public charitable institutions;

to give a right of appeal to municipalities which consider themselves unfairly treated in matters of domicile.

Old People at Work

In a booklet entitled *The Aging Worker in the Canadian Economy* (available from the Queen's Printer at twenty-five cents) the Economics and

Research Branch of the Department of Labour reports on a study of the status of older workers. Some facts that have come to light are as follows:

Older workers are the least mobile part of the labour force, and are thus more affected by local conditions.

In the "middle aged" group—those 45 to 64 years of age—it was found that job opportunities are considerably limited in some occupations, because of prejudice, limitations imposed by pension plans, economic changes, and the inability of some workers to make the necessary adjustments to changing opportunities in the labour market. Despite this narrowing of job opportunities, the proportion of employed men in the group remains close to maximum levels until about the age of sixty. The proportion of employed women in the age group has been continually increasing, and is now almost up to the level of women aged 25 to 44.

The incidence of unemployment among workers 45 to 64 is among the lowest of all age groups. Older workers, however, have more difficulty in regaining employment once they are unemployed, and many workers in their forties and fifties have passed the age of maximum earnings.

Ontario CAS Association

The Ontario Association of Children's Aid Societies celebrated its 40th anniversary this year, at its annual conference held in May. The Children's Aid Societies in Ontario have 1,500 staff members, and their policies are guided by 10,000 lay citizens. At a session attended by lay delegates, it was pointed out that great differences exist in the amount of private financial support throughout the province, and the delegates were also made aware of the great need for publicizing and explaining the work of the societies.

Protection work is particularly in need of funds, and several delegates expressed the view that the agencies should not be begging for help but should be telling the public that they have a service to offer.

Another question that arose was whether Children's Aid Societies should be merely administrators of the Child Welfare Act and, if this is so, whether it is a sound principle that a private autonomous agency should be empowered to act as the arm of the state's legal authority.

Portable Pensions

The Ontario government has set up a committee to make a comprehensive study of pension plans, with particular reference to the "portability" of pension credits when changes in employment occur. The committee consists of: R. M. Clark, professor of economics at the University of British Columbia (author of the report on "Economic Security for the Aged in the United States and Canada"); R. E. G. Davis, executive director of the Canadian Welfare Council; G. E. Gathercole, deputy minister of economics, Province of Ontario; C. E. Hendry, director of the School of Social Work, University of Toronto; D. C. MacGregor, professor of economics at the University of Toronto; and J. A. Tuck, general counsel of the Canadian Life Insurance Officers Association. The secretary of the committee is J. J. Opmeer, of the Ontario Department of Economics.

The extension of retirement plans in recent years has shown a number of defects and adverse side-effects which arise from gaps in the coverage and from wide variations in the individual plans. Many workers, therefore, even among those participating in retirement plans, will not have accumulated, by the end of their

working life, a pension related to their earnings. Changes in employment often involve a sacrifice of pension rights, and this tends to inhibit the mobility of labour and thus to work against productivity. Employers who have adopted pension plans are often reluctant to engage older workers, because of the financial strain on their superannuation schemes or the fear that the older worker may not be able to accumulate an adequate pension in relation to his reasonable needs.

The purpose of the technical committee on portable pensions is to explore means by which retirement pension plans can be made more effective, provide more security for older people, and minimize the tendency against the employment of the older worker.

Federal Health Grants

A federal health grant amounting to \$25,600 has been made available for the establishment of a child guidance clinic at Victoria Hospital, London, Ontario. The sum will be used to assist in setting up an outpatient clinic which will provide diagnostic and treatment services for emotionally disturbed children and also provide a consultative service to community agencies concerned with child care. The unit will be operated by a full-time staff consisting of a psychiatrist, a psychologist, two social workers and office staff.

Another grant of \$7,200 has been made available to the Children's Foundation of Vancouver, B.C. It will be used to assist in the development of treatment services for emotionally disturbed children. It is expected that the first unit to be constructed will house nine children and will be in operation immediately. The agency will provide intensive individual psychotherapy for children aged six to

twelve years and will serve the province of British Columbia.

Cooperative Housing

Cooperative housing in Canada started in Nova Scotia twenty-three years ago, but it was after World War II that the desperate shortage of low-cost houses stimulated many people to do something themselves to better their living conditions. The total number of houses built cooperatively in Canada is now about 8,000, and about 300 co-op groups have survived and prospered. The greatest number—about 5,000—of cooperatively built houses have been built by 67 co-operative groups in Quebec. Nova Scotia is second, with about 1,200 houses built by about 125 groups. Ontario is third with 1,000 houses built by 63 groups. Alberta has built about 260 co-op houses, and Newfoundland 310. "No other type of co-op is more personal, nor closer to family life," says Dr. A. F. Laidlaw, secretary of the Cooperative Union of Canada.

Pilot Home Care Program

Some years ago the committee on health of what is now the Metropolitan Toronto Social Planning Council took on the task of studying the needs of the chronically ill and aged infirm in the community, and presented a plan of home care, which was endorsed by the Academy of Medicine, the Ontario Hospital Association, and the health and welfare groups of Ontario. The local Board of Health asked for and got a federal grant-in-aid and the operation was set up as a semi-official project. The program is an enquiry into methods of extending medical care facilities to serve patients in their own homes. It differs from the better known hospital-based programs in that it is a community-based program with a co-

ordinating authority, which brings together the required home services offered by voluntary agencies and related facilities, all under the constant direction of the family physician, or, in certain circumstances, of a hospital clinician. The project is now entering its third year, and promises to become a means of bridging one of the gaps in the system of medical care.

Miscellany

- Ontario has passed an act to provide for financial assistance to municipalities in the establishment of parks, and has suggested that municipalities study its provisions and communicate with the Department of Planning and Development if it wishes to take advantage of them. . . .

- The Social Planning Council of Hamilton and District recently surveyed the social agencies to consider the need for mental health services in the area, and as a result the city has made \$11,000 available immediately for a research project into mental health needs and services in Hamilton. The Social Planning Council has also acquired the services of Professor John Farina, of the University of Toronto, to undertake a comprehensive study of recreational programs and facilities in Hamilton and District. The Rotary Club of Hamilton is making a financial contribution towards this project and other community groups are being asked to give their support. . . .

- The Good Companions Club of Ottawa operates a day centre for old people in a building designed and built for its use by the Kinsmen's Club. It is open six days a week from 10 a.m.

to 9 p.m., and members can obtain two nourishing meals every day at nominal cost. There are crafts rooms, a dining-room, cloak room and toilet facilities, and rooms for quiet activities. . . .

- Group meetings for parents of adopted children are sponsored by the Children's Aid Society of Vancouver, and already three series of meetings have been held. The meetings are proving very popular among adopting parents who wish to share with others their problems and work out ways of dealing with them. . . .

- The Baron de Hirsch Institute and Jewish Child Welfare Bureau in Montreal has opened its first group foster home in a duplex purchased and adapted for the purpose. This home will be used for the care of six or seven children away from their homes because of family breakdown and awaiting return to their families. The agency hopes in this way to improve its facilities for child placement, handicapped as it has been by the shortage of suitable foster homes. The Institute has also set up a fee schedule for families and individuals who are able and willing to pay for counselling services, and will continue services to those who cannot afford to pay. . . .

- The Ontario Department of Health has made grants to a number of camps operated mainly for convalescent and handicapped children in widely scattered parts of the province. . . .

- The Department of Sociology of St. Patrick's College, Ottawa, has announced a course of lectures on criminology and corrections to begin in September 1960. . . .

Canada lost an outstanding citizen when Brooke Claxton died on June 13. Whatever his other achievements—as lawyer, Minister of Defence, insurance executive, and first chairman of the Canada Council—he will be best remembered in the social welfare field as the architect of the family allowances legislation and Canada's first Minister of National Health and Welfare, 1944-1946.

BEYOND CANADA

Conference on Aging

A White House Conference on Aging will be held in January 1961, and 53 states and territories are taking part in preparation for it. State and territory conferences on aging will be held in advance, and reports of preliminary studies for the main conference are being collected this summer and fall. The conference will be guided by a national advisory committee of 150 men and women, organized into 20 planning committees responsible for as many conference subjects. The President of the United States has established an inter-agency group at Cabinet level, and has directed members to cooperate with and assist the Secretary of Health, Education and Welfare, as may be appropriate, in planning and coordinating the White House Conference on Aging.

Family Service Census

Coinciding with the country-wide 1960 census in the United States, member agencies of the Family Service Association of America are taking part in a brief census of applicants seen in person by their agencies. Practically all member agencies of the Association agreed to fill out uniform data on clients seen for a first interview on selected days during the last week of April 1960, in a first attempt to discover the characteristics and composition of family service clientele throughout the country. Families will also be followed for one year to determine how long they continue the services they receive and why they terminate contact with the agency. The data will be used to compare agency applicants with the general population when the U.S. population census is completed.

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BOOK



REVIEWS

Social Science and Social Pathology, by Barbara Wootton, assisted by Vera G. Seal and Rosalind Chambers. London: George Allen and Unwin Limited (Toronto: Thomas Nelson & Sons, Canada, Limited), 1959. 400 pp. Price \$7.75.

It is a pleasure to accompany Barbara Wootton, the eminent British economist, on her iconoclastic foray through the social sciences, even though some of the idols she topples along the way are those you may have been in the habit of worshipping. She carries you along with a brisk, non-academic style, in "the simpler language current on the Eastern side of the Atlantic," brightened with frequent touches of humour.

The book begins with a case study of the main types of social pathology in England and Wales: lawbreaking in many forms, illegitimacy, divorce and separation, the neglect of children, and transiency. She then asks what light has been shed on the nature, cause and cure of these social ills by the research that has been undertaken on them in Britain and abroad, especially in the United States.

Research on crime assumes a prominent place in her inquiry: she says "this is the only field of social pathology which has as yet been at all thoroughly cultivated." The research studies that she examines, however, even though chosen for their "comparative methodological merit" wilt in significance under her critical gaze. She concludes in instance after instance that the study in question was productive of "only the most meagre and dubiously supported generalizations."

In spite of this pessimistic conclusion about the application, thus far, of research methods and especially of statistics, to the complexities of criminal and other forms of behaviour, Lady Wootton is far from dismissing their results out of hand, or of despairing of future progress.

She notes that there are ponderables and imponderables in human behaviour, factors that can be measured and factors that cannot; she assumes that patient and sensible work will increase the measurable and diminish the non-measurable elements.

What makes this book of special interest to the field of social welfare is that it deals with questions that are of central importance in the formulation of social policy in areas such as housing and redevelopment, corrections, programs for unmarried mothers, youth services and the early care of children.

This can, perhaps, best be illustrated in respect to measures for the care of children. Many policy decisions have been made on the assumption that Dr. John Bowlby has brought unassailable evidence to support the view that depriving a child of close maternal care is likely to produce irreparable damage to his personality. Under Barbara Wootton's analysis of the evidence, the theory shrinks from its more elaborate formulations to one that goes only "so far as to say that the lack of secure affection in infancy is likely to create difficulties in after-life, and that one possible manifestation of these difficulties is a reluctance to conform to what society expects."

The author contends that one source of the indifferent success of contem-

porary approaches to social ills, whether in research or in remedial action, is that they have been focused on the individual rather than upon society. Barbara Wootton attributes this emphasis to the dominant influence of psychiatry, which has turned attention and energies away from the social environment to the treatment of the individual, with scant attention to his physical and social surroundings.

This charge of psychiatric preoccupation is also one of the author's main indictments of social workers, who receive an amount of attention in the book which would be flattering (since it seems to recognize social workers as the principal group concerned with social pathology) except that they emerge from Barbara Wootton's analysis with few laurels.

The reaction of social workers to the author's description of their aims (or, as she might say, their pretensions), their accomplishments, and the role she prescribes for them is certain to be mixed:

agreement that she has pointed rightly to the need of social workers to re-emphasize the social environment;

annoyance, perhaps, that she rejects the evidence that a corrective trend in this direction is well under way; interest in being compared numerically (in England and Wales, at least) to barmen and barmaids; disappointment that this intriguing comparison was not carried further;

amusement at the author's conclusion, surely a dubious one, that only by marrying the client could the caseworker achieve the casework goals set out in Eileen Younghus-band's statement of them;

recognition that the author has drawn vivid attention to ethical aspects of their work to which they have given too little thought;

embarrassment at the telling use she makes of some unfortunate (and sometimes out-of-context) words of leaders of their profession;

surprise at her failure to take account of the differences, compared with the past, in the resources now available to, and the typical needs of, individuals and families in present-day societies on both sides of the Atlantic;

concurrence in her view that social workers have a vital and principal responsibility to know thoroughly, interpret and, where necessary, mobilize the social welfare resources needed by their clients;

refusal, emphatic refusal, to accept this "limited practical expertise" as defining their full and proper function in contemporary society, especially when the author can compare this function with that of a confidential secretary in a home of the very rich.

The curious analogy just referred to typifies, in my eyes, a small number of aberrations in an otherwise perceptive and wide-ranging study of what social scientists and practitioners are contributing to the solution of the social ills of our day. The book is commended to those with a serious interest in how to achieve a better directed inquiry into, and better remedial action on, the social pathology of our times.

R. B. SPLANE

*Department of National Health
and Welfare
Ottawa*

The Undirected Society, by Geoffrey Vickers. Toronto: University of Toronto Press, 1959. 162 pp. Price \$4.50.

Rarely, these days, above the voices of the critical criers of catastrophe and the uncritical purveyors of unwarranted optimism, does one hear the still, small voice of sense and sensibility. In this remarkable volume of essays, we hear just such a voice: humane, urbane, germane—and everyone knows how easy it is to be one of these and how hard to be any two, let alone all three.

Although the several sections were originally presented as the several successive annual lectures in the brilliant experiment which was the Toronto "Round Table on Man and Industry", their scope and bite are far wider and deeper than even so broad a topic.

Dealing in orderly fashion with *The Needs of Men*, *The Criteria of Well-being*, and *Is Adaptability Enough?* the volume culminates, it is true, with a chapter on *The Predicament of the Industrial Society*. But these topics are in a sense only an excuse: a well-stocked, fine-wrought mind in the service of a great-souled spirit has here permitted itself to rove and range, explore and tidy, open up new paths to understanding, and clearly mark off and label marsh, morass and dead-end way.

The matters addressed are those seldom addressed, precisely because they are some of those that trouble us most, whether we are social scientists, social critics or social workers—indeed that trouble us so much that, most commonly, we turn our faces from them or take refuge in the jungle of jargon or the pomp of barely refurbished platitudes.

Neither jargon nor platitudes will the reader find here. In the plain

language of a man plain enough to bear it that others should see the marks of struggle upon him, Sir Geoffrey Vickers brings to the reader the fruits of detachment and involvement: enough detachment to give distance and perspective, enough involvement to guide the movement of thought by responsibility, sense, and right.

It would be impertinent to summarize the book. Let the serious student or the devoted doer miss it at his own loss or peril.

JOHN R. SEELEY

*Research Director
Alcoholism Research
Foundation of Ontario*

The Population Explosion and Christian Responsibility, by Richard M. Fagley. New York: Oxford University Press (Toronto: Oxford University Press), 1960. 260 pp. Price \$4.25.

At present it takes only four months to add as many people to the world as the whole of Canada contains. This sudden upward movement of the curve of total numbers on the planet is the population explosion.

During most of history population grew slowly; it had attained only about 250,000,000 during the hundreds of thousands of years before the Christian era; it reached the billion mark about 1830; two billion by 1930; it will reach three billion by 1963; over 6 billion before 1999.

Dr. Fagley's broad review starts with material conditions, and especially with the relation of high birth rates to the attaining of a decent life in the non-western world. He quotes Dr. Keenleyside to the effect that "there is no foreseeable possibility of national production coming anywhere near to matching" rates of population

increase, such as that of nearly three per cent now occurring in Ceylon.

Various solutions to the problem of numbers outdistancing food supplies are discussed. Movement of people, migration to empty lands, is not a permanent solution; and its practical difficulties prevent it from being even a temporary one. People must be fed where they are.

Present inefficiency of agriculture gives hope of great advance; South Asia could support twice as many people if its peasants used as good techniques as do Japanese peasants. More intensive agriculture would give a breathing spell of a generation or so, but even during the short period in which it is a solution it is not a satisfactory one; at best it maintains present miserable food standards.

Since the vast increase in population has been due to death control, it seems reasonable to look to birth control to restore the balance. All methods are discussed: abortion in Japan; restraint within marriage recommended by Gandhi; late marriage recommended by Malthus; rhythm methods experimented with by Dr. Stone in India (whose failure is said to be due to irregularities in the female cycle caused by poor diet); sterilization; mechanical means; a pill. Some of these are more expensive than others, some are more difficult to apply, some depend on the husband, some on the wife. But overriding every discussion of means are questions about motivation. How then shall attitudes be formed?

More than half the book consists of the study of what various people—Paul, Augustine, Aquinas, saint and heretic, priest and layman, Catholic and Protestant—have had to say on the matter. This makes interesting reading. However, the citizen of Asia or of America who is trying to decide

what course he ought to follow will get limited help from it.

A difficulty of relying on an authority from an ancient and distant society is that our ignorance of the mode of life he assumed prevents his meaning from being clear. Even the syntax of the sentences in which he spoke may be ambiguous: thus the phrase about being fruitful and multiplying (spoken to Adam in Genesis 1:28, to Noah in Genesis IX:1, to Jacob in Genesis XXXV:11) is the basis of many arguments against contraception, yet Otto Piper of Princeton Theological Seminary assures us that these references are not injunctions, but rather blessings uttered by God. "We have here a promise of children and not an obligation to beget them."

Dr. Fagley wants us to take nothing on authority, but to think the problem through in the context of our own times. His book will be useful to all those who seek a responsible attitude to perhaps the major problem of the world today; it sets a fine example in the responsible tone in which it is itself written.

NATHAN KEYFITZ

*Department of Political Economy
University of Toronto*

The Sociological Imagination, by C. Wright Mills. New York: Oxford University Press (Toronto: Oxford University Press), 1959. 234 pp. Price \$6.00.

It is one of the tragedies of our time that the intellectuals know too much. They have learned to see through their own theories and, as a result, have stopped theorizing in any but the most abstract way. Sophistication is the enemy of imagination.

C. Wright Mills, the *enfant terrible* of American sociology, is an excep-

tion. What students of society and social problems must reacquire, he writes, "is the capacity to range from the most remote and impersonal transformations to the most intimate features of the human self—and to see the relations between the two."

Changes taking place in society can have the most profound effects on the individuals who compose the society—on their hopes, their ambitions, their fears and on the way in which they bring up their children. Individuals in turn (some more than others) can influence, sometimes unwittingly, the society in which they live. Sociology according to Mills ought to be concerned to analyze the interactions between individuals and societies, between biographies and history.

Back of the classical sociological imagination, he says, "there is always the urge to know the social and historical meaning of the individual in the society and in the period in which he has his quality and his being." But the most influential American sociologists today are not at all concerned with these problems—the big problems.

Some of them, the Grand Theorists, construct theories that are so theoretical as not to perform the function of theory, which is to help explain some feature or features of social reality. Mills "translates" several passages from Talcott Parsons to show how true but trivial are most of the points made, in gawky prose, by those who would construct not theories for here-and-now but theories for all time.

(In the social sciences, the number of true statements which can be made about a subject probably varies in

inverse proportion to the subject's size and complexity.)

Other sociologists, the Abstracted Empirists, Mills condemns because they lack a program. Truth for them is a matter solely of statistical analysis, and they make no attempt to relate the minutiae of their findings to the larger problems of the relations between individuals and societies. Instead of seeking to develop techniques that will enable them to throw light on the big problems, the practitioners of Abstracted Empiricism are, according to Mills, the slaves of their own narrowly statistical methods. In the event, they know a very great deal about not very much.

If Mills' argument went only this far, it would find his colleagues guilty of intellectual cowardice. But he goes on to accuse them of refusing also to face up to a supremely important moral question: "Among contemporary men will there come to prevail, or even to flourish, what may be called *The Cheerful Robot*?"

Is modern, bureaucratic civilization, in other words, producing a character-type whose "guiding principles . . . are alien to and in contradiction with all that has been historically understood as individuality?"

The fact that these questions have moral implications does not, Mills insists, preclude them from being answered by social scientists. The great sociologists—Marx and Weber, for example—have always been concerned with similar questions. "No idea, no theme, no problem . . . is so deep in the classic tradition—and so much involved in the possible default of contemporary social science."

Default is the operative word here: Mills fears that modern man may be going to hell while sociologists ana-

lyze his voting behaviour and rationalize (not merely reason about, but rationalize) the society in which he lives.

All this needed to be said. Unfortunately Mills says it at too great length and to a largely academic audience. Even so, *The Sociological Imagination* is certain to have a profound and probably salutary effect on the younger generation of North American sociologists and those who read and attempt to make use of their work.

ANTHONY KING

Nuffield College
Oxford

Community Organization in Action, edited by Ernest B. Harper and Arthur Dunham. New York: Association Press (Toronto: G. R. Welch Co. Ltd.), 1959. 543 pp. Price \$7.50.

Many useful and provocative articles, papers and books formerly inaccessible to the community worker are now readily available through the selection and screening of the two collaborators, both men with extensive knowledge and experience. Although the result of their work has been called by the authors "a textbook", it is certainly unlike any other. It is a collection of the works of many authorities joined together by brief paragraphs which excellently identify the originator and the significance of his material.

The individuality of the writers makes the book almost alive. It is occasionally almost shocking to go from one section to the next and find an equally strong but diametrically opposite argument. Any reader will find his most strongly held views both attacked and supported.

July 15, 1960

Although the usual textbook unanimity of opinion is missing, other textbook characteristics are present. Some articles essentially of historical interest are of more value to the student than the field worker. There is at times an undue concern for definition, which again is of interest mainly to the student. But, as one of the selections points out, the social worker must largely accept the definition held by a board of lay people.

Community organization is unique neither to social work nor to the United States, and yet the selections are drawn predominantly from American social work sources. Confronting the two collaborators is a mountainous and rapidly increasing literature on the subject. It is to be hoped that they will continue screening and selecting to make more of it available, in succeeding volumes, to those of us who otherwise could not hope to become acquainted with it.

Interested laymen and council members whether in large or small communities; fund raisers in a federated or an independent organization, as well as students and social workers will find a great deal of value in this extremely valuable collection of resource material.

F. H. GRIFFITH

*The Welfare Federation of
Sault Ste. Marie, Korah and
Tarentorus*

BRIEF NOTICES

The Province of Ontario . . . Its Welfare Services, edited by Lilian Henderson. Toronto: Ontario Welfare Council, 1960. Third edition of a work originally prepared by Bessie Touzel and published in 1954, now revised by Donald F. Bellamy. 102 pp. Price \$2.00.

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Mental Health Legislation in Canada. Ottawa: Department of National Health and Welfare, March 1960. Memorandum No. 15, Health Care Series of the Research and Statistics Division. Free on request, from the Department.

Proceedings of the 1959 Conference on Mental Retardation. Toronto: Canadian Association for Retarded Children (317 Avenue Road, Toronto 1). 80 pp. Price \$1.00. Copies available from the Association.

Social Work and Jewish Values: Basic Areas of Consonance and Conflict, by Alfred J. Kutzik. Washington: Public Affairs Press, 1959. 101 pp. Price \$3.25.

Social Workers' Perceptions of Clients: A Study of the Caseload of a Social Agency, by Edgar F. Borgatta, David Fanshel and Henry J. Meyer. New York: Russell Sage Foundation, 1960. 92 pp. Price \$2.00.

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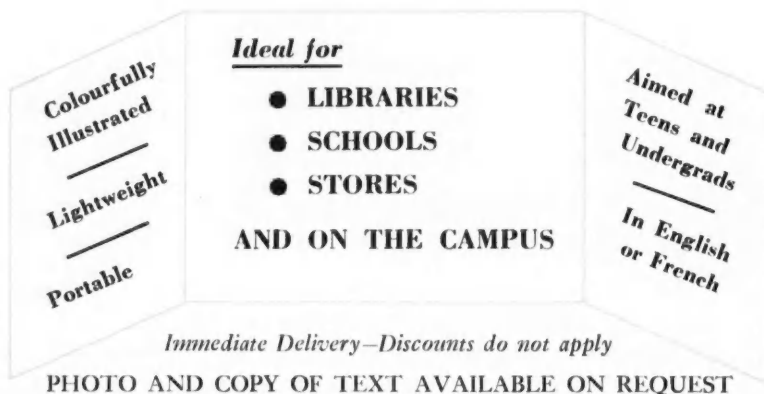
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